United Nations DP/2002/29

Executive Board of the United Nations Development Programme and of the United Nations Population Fund

Distr.: General
8 August 2002

Original: English

Second regular session 2002
23 - 27 September 2002, New York
Item 5 of the provisional agenda
Country programmes and related matters

Assistance to Somalia (2002-2004)

Note by the Administrator

Elements of a decision

The Executive Board may wish to:

(a) take note of the current situation in Somalia and its implications for the need for and delivery of humanitarian and development assistance to the Somali people;

(b) endorse the strategic approach of the country office to promoting peace and security by concentrating on the three areas:

(i) the rule of law and security;

(ii) governance, public administration and civil society; and

(iii) poverty reduction.

(c) encourage UNDP to continue in its efforts to mobilize resources and establish strategic partnerships, including through the Consolidated Inter-Agency Appeal process, direct donor support and in the framework of the United Nations Department of Political Affairs Trust Fund for Peace-Building in Somalia; and

(d) authorize the Administrator to continue to approve projects consistent with the strategic approach on a case-by-case basis.

02-51258 (E) 150802

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Introduction

1. In its decision 99/7, the Executive Board took note of the report on assistance to Somalia (DP/1999/11) and authorised the Administrator to continue to approve projects in Somalia on a case-by-case basis. In accordance with that decision, the present note outlines the proposed UNDP programme for 2002-2004 for Somalia. The note has been formulated taking into account the programme review, the re-profiling mission conducted in November 2001 and the inter-agency security mission fielded at the request of the Security Council in January 2002.

I. Development situation from a sustainable human development perspective

2. Development in Somalia continues to be subject to ongoing internecine warfare and widespread insecurity. The country has now been without a unified central government since the end of 1990, resulting in localized factional rivalry and fighting and the non-existence of the rule of law in many areas. The fighting and emergencies have caused the loss of an estimated 300 000 lives and the displacement of some 10 per cent of the population – 300 000 internally and a further 246 000 to neighbouring countries (NHDR 2001, page 199). Violence and suffering have affected populations in almost all parts of the country, with women, children, the elderly and marginalized groups being particularly hit hard. In the limited areas of the country that have managed to achieve relative peace and stability, local populations have initiated reconstruction of their communities and are achieving some progress in development, with little external support.

3. On the initiative of the Government of Djibouti and the regional Inter-Governmental Authority for Development (IGAD), a Somali national peace conference was held in Djibouti in April and May 2000. This culminated in the formation in September 2000 of a Transitional National Government (TNG) in the Somali capital, Mogadishu. As of June 2002 however, the TNG had not yet been able to establish full authority in or beyond the capital. Separate administrations remain in other parts of the country. Of these the self-proclaimed state of Somaliland in the northwest has been the most successful so far, with fragile but functioning systems of governance and administration. A fragile peace, with intermittent outbreaks of factional fighting, is holding in the northeast (the self-declared autonomous region of Puntland) and in the southwest around Baidoa. Elsewhere insecurity remains high.

4. While the fighting and fragmentation of authority have led to widespread destruction of economic infrastructure, new economic and political structures have emerged in more stable areas. The national human development report (NHDR) 2001 for Somalia noted that in the absence of central state authorities the main economic and human development in Somalia has been occurring at the grass-roots level. This has led to the emergence in places of a private sector characterized by its energy and innovation. The private sector however, has been left almost entirely without institutional support to facilitate its development and/or regulate its activities. Moreover, the economy and a large proportion of the population remain vulnerable to external shocks. The capacities and reach of public administration and civil society organizations must be strengthened to deal effectively with many broader development challenges facing Somalia, ranging from the securing of any sustained peace agreements, to the response to environmental degradation (a cause of subsidiary conflicts in the country).

5. The achievement of peace and stability is therefore of paramount importance. External support for peace has so far focused mainly on the efforts of the regional IGAD, which aims to establish a political and consultative framework to facilitate Somali reconciliation and national reconstruction. The United Nations Political Office for Somalia is also providing support for the peace and reconciliation process. Meanwhile, United Nations organizations have continued humanitarian and development operations in the country, focusing as appropriate on areas of relative calm with functioning authorities. These operations have an important role to play in building peace from the grass-roots level up and complement United Nations support to the efforts of IGAD (or other

parties) to bring about peace through political negotiations. In support of this, in March 2002 the United Nations Security Council requested that the Secretary-General coordinate ongoing peace-building activities and provide for their incremental expansion and establish a Trust Fund for Peace-Building in Somalia that would support preparatory activities on the ground and supplement the United Nations Consolidated Inter-Agency Appeal for Somalia.

6. The NHDR 2001 found that Somalia had an overall human development index (HDI) of 0.284, which places the country among the five least developed countries in the world. This low HDI nonetheless represents a slight improvement over previous years, giving a glimmer of encouragement that some of the more positive economic and social developments in the past five years have been having an impact on overall development. Chapter 5 of the NHDR 2001 provides all the development indicators for Somalia covered in this section.

7. While life expectancy indicators are comparable to neighbouring Ethiopia and Kenya, education and health indicators are considerably worse. It is estimated that some 49 per cent of the population live without access to sanitation and 77 per cent without access to safe water. In 1990 it was estimated that 60 per cent of the population was living below the poverty line. Available data suggest that this proportion remains as high today, if not higher. There are significant development inequities between urban and rural areas and between women and men. For example, the adult literacy rate for rural and nomadic populations is estimated at 10 per cent whereas the urban rate is 35 per cent. Female adult literacy is estimated to be only 52 per cent of the male rate and the female primary school enrolment ratio similarly is only 53 per cent of the male rate.

8. The attainment of the Millennium development goals (MDGs) in Somalia is a distant prospect. While the reversal of the decline in some development indicators suggests that private Somali initiatives and coping mechanisms do have a positive impact, the absence of firm governance structures and the continuing conflict make it difficult to address most MDG targets.

II. Results and lessons of past assistance

9. UNDP programming between 1997 and 2001 achieved positive results in the areas of civil protection, governance capacity-building and poverty reduction. Particular examples include: a) more than 2000 police were trained in northwest and northeast Somalia and Mogadishu and two police training centres were refurbished and staff retrained; b) some 2000 farms in the Gabiley region in north-west Somalia were surveyed to enable clear land ownership titles to be drawn up and registered, making each farm the legal property of its owner and acceptable as collateral for credit; c) in cooperation with the Food and Agriculture Organisation of the United Nations (FAO), a series of initiatives were undertaken to resolve the ban in several Gulf countries on the import of chilled meat and livestock from Somalia. As a result, Oman, the United Arab Emirates and Yemen reopened their markets for chilled meat and livestock from Somalia and import licences were introduced and granted to abattoirs in Galkayo and Mogadishu.

10. Valuable support was also provided in civil aviation and port services: a) the Civil Aviation Caretaker Authority for Somalia (CACAS) was established to manage air traffic control services, rehabilitate basic services in selected airports and run a flight information centre in Nairobi, which serves as the substitute for the Mogadishu air control tower; b) over 400 Somalis were trained in specific areas of civil aviation and ground services have been re-established at several airports inside Somalia; c) UNDP, with the United Nations Conference on Trade and Development (UNCTAD) and the financial support of the Governments of Sweden and the United States, completed a project on ports and trade efficiency and focused on improving the efficiency of Somali ports and facilitating trade diversification.

11. A further key result was the publication of the NHDR for 2001, the second for Somalia.

12. A number of lessons have emerged from the UNDP programme in the past four years, in particular through the reprofiling mission and programme review in November 2001. Overall, it is clear that the programme suffered from being too dispersed in its activities and intended outcomes. This is in part the result of the exceptional difficulty of the operating environment in Somalia (complete absence of a central government, fluctuations in security levels and inability to maintain a stable operating presence inside the country). In addition to these contextual difficulties, it was found that the lack of focus in the past programme resulted partly from over-ambitious planning, inadequate monitoring and evaluation of programme activities and projects and failure to follow up on initial assessments with concrete results on the ground.

13. In light of this, the following key recommendations have been made for the coming period:

(a) The overall programme should build upon existing successful programmes and aim to contribute to peace-building through development. The programme should continue to invest primarily in human capacity rather than physical infrastructure;

(b) Priority should be given to programmes less vulnerable to political insecurity and disruptions and to programmes which can reinforce political efforts to achieve stability and security, with care in all cases given to maintain UNDP neutrality;

(c) Increased attention must be given to implementation and delivery;

(d) Measures must be taken to ensure that the work of the United Nations Coordination Unit adequately serves both the resident coordinator and the humanitarian coordinator and that development activities are not neglected. This applies similarly to the consolidated inter-agency appeal process (CAP).

III. Objectives, programme areas and expected results

14. In view of the humanitarian and developmental situation in Somalia, the above recommendations and the global mandate of UNDP to work for the reduction of poverty, the country office is framing its programme to contribute to peace-building through development. The programme will work in three overall and inter-related thematic areas: (a) the rule of law and security; (b) governance, public administration and civil society; and (c) poverty reduction. These three programme areas represent essential building blocks for achieving overall peace and stability. Improved rule of law and security will increase stability in Somalia and facilitate rehabilitation of individual livelihoods. Strengthened governance institutions, public administration and civil society will provide a framework for enabling development across a broader range of dimensions – economic, human and social – and will facilitate dialogue for peace. The implementation of policies and activities for poverty reduction will provide both a means for improving the lives of the most disadvantaged in Somalia and a framework for longer-term economic and human development. In all its activities, UNDP will seek to ensure sustainability in programme outputs through local partners, existing authorities and non-governmental and civil society organizations. It will also remain alert for any opportunities that emerge for linkages with national bodies capable of replicating successful field undertakings.

A. Rule of law and security

15. Recognizing that the fluid and unstable situation currently prevailing in Somalia has severe consequences for development prospects from the level of the individual to the level of the country as a whole, the objective of this area of the programme will be to work for the restoration of the rule of law and a reduction in the sources of

insecurity in the country. Funding (including in-kind contributions) has been pledged from the European Union and the Governments of Denmark, Italy, Norway, Sweden, Switzerland and the United States. The strategy will focus on the following two outcomes.

16. Improved judiciary and law enforcement capacities, with increased respect for human rights. As part of a multi-agency project on the rule of law and civil protection, UNDP will provide assistance for the organization of legal systems in Somalia and provide capacity-building and training for new judiciary workers. UNDP will continue with an existing law enforcement initiative, which provides training for police forces and prison staff in international policing standards and human rights. Initiatives will also be carried out to improve human rights knowledge in the judiciary and police forces, as well as in the public at large. UNDP will also seek to support the establishment of human rights institutions and mechanisms for increasing access to justice. Target outputs include: (a) law school(s) or training centre(s) established to provide legal and human rights training to new and existing workers in the Somali judiciary system(s); (b) police forces trained in policing standards and human rights; and (c) establishment of legal advisory and/or human rights institutions (e.g. ombudsman) facilitated by UNDP.

17. Sustainable demobilization, disarmament and reintegration of combatants/militia, supported by implementation of small arms control measures. UNDP will lead the coordination and implementation of the Consolidated Demobilization Plan for Somalia. This plan has been adopted by 19 international non-governmental organizations (INGOs) and United Nations organizations and has received strong support from the Secretary-General. With the full participation of local communities, UNDP will aim to demonstrate ways for the comprehensive reintegration of ex-combatants into society and will seek to develop the capacities of local authorities and regional "demobilization departments" to coordinate and sustain the process. Complementing this, with the support of the Bureau for Crisis Prevention and Recovery (BCPR), a project for small arms control will be implemented. A first phase is already being carried out, aimed at establishing a basis for scaling up the project over the longer term in partnership with international NGOs and with the involvement of Somali authorities and local communities. Target outputs include: (a) a database of militias established; (b) options developed and piloted for psycho-social assistance, vocational training and reintegration of ex-combatants/militia; (c) effective strategies and policies on demobilization, disarmament and reintegration implemented by local and/or regional authorities; and (d) legal framework(s) for small arms control established and implemented.

B. Governance, public administration and civil society

18. The objective will be to strengthen representative governance institutions, public administration and civil society in order to improve the ability of existing local governance institutions to fulfil their roles effectively. In general, UNDP will aim to improve the administration of key public infrastructure and services that impact on economic development. At the local level, the organization will aim to enable local authorities, civil society organizations and local communities to play a stronger role in the management of development. The strategy will focus on the following three outcomes.

19. Improved effectiveness of Somali (regional) institutions of representation and governance to perform their legislative, administrative and oversight functions. Working with regional governing institutions in specific areas such as administrative systems and financial management, UNDP will seek to reinforce democratic and participatory approaches to governance. It will promote the establishment of effective systems for the distribution of power between the local, regional and (where possible) national levels and through this seek to increase Somali dialogue for peace. Target outputs include: (a) regional Somali authorities and civil servants trained in parliamentary and ministry-specific practices and standards; (b) administrative and legal frameworks for public financial accounts, standards and accountability proposed and reviewed by regional authorities; and (c) dialogue established between governing authorities on issues of administration, peace and security.

20. Improved enabling environment for the development of a competitive, market-oriented private sector. UNDP will focus on the administration of key public infrastructure, services and mechanisms that can facilitate economic growth. Building on previous results, assistance will be provided specifically to the country's aviation and ports authorities. At the policy level, UNDP will seek to assist the development of appropriate economic policies and measures and the establishment of basic regulatory frameworks. Target outputs include: (a) improving essential facilities and services in local Somali airports; (b) implementing measures for increased financial self-sufficiency for Civil Aviation Caretaker Authority for Somalia (CACAS), including better collection of over-flight charges; (c) preparing and reviewing by authorities options for involvement of the private sector in the management of Berbera and Bosasso ports and establishment of free trade zone and (d) implementing new economic policies and measures conducive to economic growth (e.g. covering customs, tariffs, trade regulation, information and communication technology).

21. Local authorities, civil society organizations and communities in rural and urban areas involved in the planning and management of development activities. Sustainable recovery and development in Somalia will depend to a large extent on the organization and involvement of local authorities and communities. Since the breakdown of central government, many active civil society and non-governmental organizations have emerged but with limited capacities and largely in isolation from each other. UNDP will provide capacity building for local authorities and civil society organizations in selected areas of need. It will pursue ways of increasing the involvement of local communities in issues such as land use, basic services and development planning in general. Through this, it will also seek to foster dialogue for peace at the local level. Target outputs include: (a) network(s) of civil society organizations created and coordination in development activities facilitated; and measures implemented enabling civil society organizations and affected communities to participate in the formulation and implementation of local development plans and in peace dialogue.

C. Poverty reduction

22. In this area the objective will be both to reduce poverty in specific areas – at the level of the individual and locality – and to assist the formulation and adoption of policies that will contribute to the wider and sustained reduction of poverty. Assistance will be provided for internally displaced persons, returning refugees and other disadvantaged groups to reintegrate and re-establish livelihoods. Supporting activities will be carried out at the regional and, as far as possible, national levels. This will be complemented by monitoring of poverty and progress towards the MDGs. Four overall outcomes will be aimed for.

23. Anti-poverty strategies and action plans developed through participatory processes involving in particular the poor and other disadvantaged groups. Through the Somalia Watching Brief Programme, co-financed by the World Bank Post-Conflict Fund and in collaboration with Somali authorities and other development partners, UNDP will work to improve capacities for collecting, monitoring and assessing poverty and gender-disaggregated data. It will use the NHDR process to promote broad and inclusive debate on poverty reduction strategies. UNDP will work in consultation with the various administrative authorities in Somalia and other development partners to prepare a poverty reduction strategy, which could serve as the basis of an interim poverty reduction strategy paper (PRSP) for Somalia. Target outputs include: (a) preparing next NHDR, focusing on national recovery and poverty reduction; (b) producing MDG report(s) through collaboration between UNDP, United Nations organizations and Somali authorities; and (c) Somali authorities identifying and reviewing options for participatory formulation of an interim PRSP.

24. Development of key economic sectors facilitated and sources of income for the poor protected. Building on established partnerships with Somali authorities, UNDP will aim to support the development of key economic sectors and opportunities for diversification. Assistance will be provided for developing capacities in land surveying. Particular attention will be given to strengthening the priority areas of remittance systems and livestock or chilled meat exports. Target outputs include: (a) establishing mechanisms enabling local authorities

to increase coverage of cadastral surveys; (b) formulating and implementing action plan for remittance companies to comply with relevant international financial rules and regulations with assistance from UNDP; (c) developing and reviewing options for remittance companies to expand their operations to commercial banking and other financial services; and (d) Somali authorities formulating measures for improved processes and standards in livestock exports, with UNDP assistance.

25. Sustainable recovery and reintegration of returning refugees, internally displaced persons and other conflict-affected or marginalized populations. UNDP will direct its activities in this area through an initiative launched with the Office of the United Nations High Commissioner for Refugees (UNHCR) under the auspices of IGAD, designed to facilitate the reintegration of uprooted populations in the Horn of Africa. Activities will be carried out in collaboration with United Nations organizations, NGOs and Somali authorities, with UNDP playing a lead coordinating role. The Government of Sweden has already contributed to the project and other donors have pledged support. Target outputs include: (a) initiatives implemented to provide basic social services to reintegrating populations; (b) pilot initiative(s) formulated for creating livelihood opportunities for reintegrating populations and implementation begun; and (c) effective policies for recovery and reintegration and management of the process implemented by local and/or regional authorities.

26. Increased national capacity for mine action targeted at improving access to land and livelihood resources for the poor. Landmines and unexploded ordnance affect a wide range of aspects of Somali life, from the loss of life, disability and insecurity of affected communities, reduced land available for livestock and cultivation, to increased transportation costs. It is the rural poor who are most affected by the loss of productive land and the risk of injury resulting from landmines and unexploded ordnance. Somalia lacks a comprehensive mine action database and cannot effectively prioritize and coordinate mine action. UNDP will play the lead coordinating role in the development and implementation of a Mine Action Support project, building on a preparatory phase launched in early 2002. Target outputs include: (a) establishing a mine action centre and database; (b) "recovering" land in pilot areas for farming use as a result of mine-marking and prioritized clearance; and (c) setting up a mine and unexploded ordnance action plan on the basis of landmine impact surveys, enabling targeted extension of activities to new areas of the country.

D. Cross-cutting themes

27. Environment, gender, HIV/AIDS and information and communication technology (ICT) will be cross-cutting themes within the programme's three thematic areas. UNDP will explore ways of incorporating environmental concerns into policies and practices and developing capacity in disaster prevention, preparedness and management. UNDP will seek to increase the participation of women within its programme activities and beyond in Somali society. Working with UNFPA, the United Nations Children's Fund and the United Nations Development Fund for Women, it will promote their participation in activities and policy-making that concern the re-establishment of security and the rule of law and more broadly in decision-making at all levels. In cooperation with other United Nations organizations, UNDP will work to incorporate the combat of HIV/AIDS in all its activities and will seek to highlight the issue of the spread of HIV/AIDS in situations of conflict, displacement, return and movement along trade routes. UNDP will seek to build upon a project funded by the Government of Denmark responding to identified ICT needs in educational and administrative institutions in northwest Somalia. In this it will explore partnership opportunities with private sector companies to fill the gap left by a missing national government framework for ICT development. Target outputs for these cross-cutting themes include: (a) raising public awareness about the relationships between environmental management and livelihoods in order to increase ownership of environment issues; (b) taking concrete measures for the inclusion of women in local and regional authorities and in decision-making processes for development; (c) raising public awareness on patterns of transmission of HIV/AIDS, especially along trade/trucking routes; and (d) improving Internet access for educational institutions in targeted areas, with scope for extension to other users.

28. Another key cross-cutting issue is that of security, the absence of which is a significant constraint on both development and humanitarian programme delivery. Development programmes in particular require security as a precondition for sustainability of results. Consequently, security will be a primary condition to the initiation of development activities and an integral part of all development programme documents and plans. Continued close coordination between the country office and the cost-shared United Nations Security Coordinator (UNSECOORD) team will ensure staff and programme security in the foreseeable future. All security arrangements and activities will continue to be guided by the Security Plan for Somalia. The Security Management Team, chaired by the resident representative will meet frequently to ensure that executive inter-agency security management decisions remain responsive to the fluid security situation in the country.

IV. Management arrangements

29. Considerable efforts have been made to strengthen Somali participation and ownership in the programme through consultation mechanisms such as local management/steering committees. Monitoring, review and evaluation systems for the provision of regular feedback and reporting with a focus on outputs and outcomes have been put in place for all sub-programmes and projects.

30. During 2002, the country office will complete implementation of the reprofiling. New training will be undertaken for country office staff. The country office will also aim to benefit from support resources from headquarters, including from BCPR, as well as from other country offices as appropriate. Networking, knowledge management and policy support will be sought from the sub-regional resource facility (SURF) for the Arab States.

31. Since 2000, the country office has begun to implement projects using the direct execution modality in order to take direct charge of the management of UNDP-funded projects and improve the visibility and standing of UNDP in Somalia. Considerable success has been achieved to date and the country office intends to continue to use this execution modality where appropriate. The country office has already strengthened its capacity to handle direct execution and will further strengthen it during the remainder of 2002 with direct execution training for all staff. As new programmes are prepared, the country office will ensure, as in the past, that United Nations organizations and international and national NGOs are identified where appropriate to implement relevant components of each programme. The country office will also use the services of fully funded United Nations Volunteers (UNVs) to assist in programme implementation.

32. It has become clear that the location of the country office outside Somalia is a severe limiting factor for programme effectiveness. For this reason, UNDP has begun to transfer programme and project monitoring functions to Somalia. The process of transfer is incremental and is strictly subject to security considerations. Ultimately, security permitting, it is envisaged that Nairobi will become an overall liaison office and that the programme will operate out of four sub-offices covering broad geographical areas within Somalia: Baidoa, Garowe, Hargeisa and Mogadishu. This will allow country office programme monitoring functions to be fully devolved inside the country. Until then, these sub-offices will operate with a largely project-based orientation, focusing on implementation, monitoring and evaluation of activities and outputs.

33. The country office will continue to place emphasis on raising other (non-core) resources from as wide a donor net as possible, though at the same time seeking contributions from Somali partners. Total potential donor interest is great. In 2001, donors pledged more than $10 million to UNDP. The principal donors already actively supporting the UNDP programme for Somalia are Denmark, the European Union, Finland, Italy, the Netherlands, Norway, Sweden, the United Kingdom and the United States. A new partnership has been established with the World Bank, which since May 2002 has been co-financing the Somalia Watching Brief. In addition, countries such as Canada, France, Germany and South Africa have expressed strong interest in the situation in Somalia and

in UNDP-led initiatives in the country. The country office will use core funds as seed money to leverage third party co-financing.

34. The country office recognizes that there is a strong need to encourage donors and the international community to move beyond a persistent focus on short-term humanitarian emergency interventions and to become more actively involved in long-term recovery and development activities. Drawing on practical examples of successful development in Somalia, the country office will now seek to identify development partners for building long-term strategic partnerships and "development coalitions" that go beyond individual projects and programmes. These will include traditional and non-traditional donors, international financial institutions, other United Nations organizations, international NGOs, the private sector and regional institutions. The country office will also continue to involve donors in the project formulation and evaluation process through respective steering committees and the Somali Aid Coordination Body (SACB).

35. Since 1990, international organizations and the United Nations system in particular have borne a primary responsibility for ensuring the effective coordination of humanitarian assistance operations and aid programmes and collaboration with Somali regional counterparts. Since March 1995, international staff and many national staff from United Nations and other aid organizations have withdrawn from Mogadishu, as a result of prevailing insecurity and established temporary operation centres in Nairobi, Kenya. Other United Nations organizations are present in Somalia only through specific development projects. The United Nations Political Office for Somalia (UNPOS) is also temporarily based in Nairobi. The United Nations Resident/Humanitarian coordinator facilitates coordination within the United Nations country team and in this is supported by a secretariat, the United Nations Coordination Unit (UNCU), which includes UNDP and the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) officers in Nairobi and in the field. The UNCU has now been restructured to ensure that development activities and humanitarian imperatives are adequately coordinated and addressed by the offices of the Resident Coordinator and Humanitarian Coordinator. Coordination in Nairobi between the United Nations system, the European Union, NGOs, donors and members of the international community is facilitated by the SACB, a voluntary aid coordination forum created in December 1993. The SACB is an experiment aimed at consensual management of aid operations and shoulders much of the responsibility for "coordination" of aid agencies operating in Somalia. The Resident Coordinator acts as a Vice-Chairman of the SACB Executive Committee and chairs the Steering Committee, which leads SACB sectoral committees. Recently, conditions have permitted United Nations, UNDP and OCHA to set up three centres of operation inside Somalia. They report to the Resident Coordinator and are responsible for inter-agency assessments, information sharing and common planning. United Nations organizations in Somalia are in the final stages of preparing the Joint Action Recovery Plan (JARP), which outlines a common assessment of the overall situation and a common plan to address the challenges that Somalia presents. The JARP will be completed in the third quarter of 2002 and for the time being will take the place of the common country assessment and the United Nations Development Assistance Framework for Somalia.